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Cape of Good Hope

Select Committee on the
Governor's Recommendation
Concerning Immigration

Report

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CAPE OF GOOD HOPE.

REPORT

OF THE

SELECT COMMITTEE

APPOINTED BY

THE HOUSE OF ASSEMBLY

TO TAKE INTO CONSIDERATION

HIS EXCELLENCY THE GOVERNOR'S RECOMMENDATION CONCERNING IMMIGRATION.

Ordered, by the House of Assembly, *to be Printed,*
APRIL, 1856.

CAPE TOWN:
PRINTED BY SAUL SOLOMON & Co., 63, LONGMARKET-STREET,
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REPORT.

THE SELECT COMMITTEE appointed by the House of Assembly on the 1st April, 1856,—"To take into consideration and report upon that portion of the Governor's speech which recommends the Legislature to sanction the commencement of Immigration to this colony, under the auspices of the Government, and to authorise the Government to raise, for the purpose, the sum of £200,000, by the sale of debentures, bearing interest at the rate of 6 per cent. per annum," have to report that they have fully considered that portion of His Excellency's speech referred to them for consideration and report, and they are of opinion,—

1. That immigration from Europe to this colony, at the present time, under the auspices of Government, is both expedient and necessary.
2. That the chief objects to be secured under the immigration scheme should be two-fold, viz., to provide a supply of labour, and to add to the general population of the colony.
3. That the classes of immigrants to be introduced should embrace, first, agricultural labourers of all descriptions, shepherds, and mechanics, and secondly, such other immigrants as will promote the filling up of the country, both in the Western and Eastern divisions.
4. That provision should be made in the first instance, under proper limitations, to enable persons desirous so to do, to send for any particular parties whom they may wish to introduce; but that such persons shall enter into an engagement with Government that the parties so introduced by them shall, from the day of arrival, be at their cost and responsibility.

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5. That a vessel should be simultaneously dispatched to Table and Algoa Bays, and that arrangements should be made for applications for these immigrants being received previously to their arrival, and for their distribution through the different divisions of the colony as soon after their arrival as possible.

6. That special Government agents should be appointed at Cape Town and Port Elizabeth, for the purpose of carrying out the distribution of the immigrants at these points; and that these agents should put themselves in communication with the Divisional Councils or local Immigration Committees, with a view of arranging to supply the labour which may be required in their divisions.

7. That the agency to be employed in recruiting immigrants for this colony should consist of persons deputed from the colony, who are acquainted with its wants, or of persons resident in the mother country, but likewise acquainted with the character and capabilities of the colony.

8. That no portion of the expenditure for immigration should be applied to the defraying of expenses on board any ship or ships, beyond the expense of each immigrant, excepting such charges as may necessarily be incurred in providing a superintending surgeon.

9. That in providing means for this scheme of immigration the credit of the country should be employed, through the issue of debentures, bearing a certain rate of interest, and these debentures should be redeemed, after a certain time, to be fixed in the act which shall provide for their issue.

10. That tenders should be invited in London for these debentures, to the extent, in the whole, of £200,000; that they should bear interest at the rate of 6 per cent. per ann., but that the Government should be restricted to the issue of debentures to the amount of £50,000, and no more, during the current year; and the Government should not issue any further debentures until authorised so to do, by a vote of both Houses of Parliament.

II. To prevent immigrants from remaining unemployed at the port of arrival (if applications for them should not come in so fast as is expected), which might entail a considerable expense upon the public, without any corresponding advantage, your Committee are further of opinion that it would be desirable that some public works should be commenced, and carried on at or near each of the ports beforementioned, and that unengaged immigrants should be employed on these works till engagements are entered into by them with private employers. Your Committee, however, do not recommend that these works should be immediately undertaken; and they make the suggestion, simply with the view of bringing under the attention of the House the way in which your Committee believe that such of the immigrants who should remain for any time unengaged, might be (without additional expense) employed with great advantage to the colony.

III. Your Committee do not think it necessary to dwell on the advantages likely to result to the colony from the adoption of such a scheme of immigration, as they now recommend. These advantages have been clearly pointed out in the Governor's speech, and your Committee believe that His Excellency has not exaggerated them. Your Committee believe that such an immigration, economically and judiciously conducted, would go far to meet the present large demand for labour; would, in a short time, afford the best means of defence for the frontier; would increase the value of waste lands, as well as, generally, the value of the landed and other property of the country; and would increase, to a very great extent, all the productive resources of the colony.

IV. Your Committee, notwithstanding the fact that the revenue of the colony is likely to fall below its necessary expenditure, recommend that this scheme of immigration should be commenced with as little delay as possible. The funds raised for this purpose will, in no way, interfere with the ordinary finances of the colony, and the annual charge of the loan which it is proposed to raise will be met by the increase in the customs revenue, which must directly and necessarily follow on any addition to the population of the colony. Your Committee are, moreover, satisfied that the increase to the revenue, in this form and from this source,

will, beyond paying the annual charge of the debt, be sufficient to form a fund for its gradual extinction.

V. Your Committee would suggest that a Bill, embracing the main recommendations of this report, should be introduced into the House; and the more detailed regulations under which the Government may propose that the immigration should be conducted, and which, from the frequent changes which they might necessarily require, it would not be desirable to introduce into the Act, should, when framed by the Government, be laid upon the table of both Houses of Parliament, for their information.

SAUL SOLOMON, Chairman.

Committee Room, 22nd April, 1856.

PROCEEDINGS OF COMMITTEE.

Thursday, 10*th April*, 1856.

PRESENT:

The Hon. the Col. Secretary,	Mr. Cawood,
Mr. Solomon,	Mr. Molteno.

Resolved, That Mr. Solomon be Chairman of the Committee.

Committee adjourned till Monday, at 11 o'clock A.M.

Monday, 14*th April*, 1856.

PRESENT:

Mr. SOLOMON, in the Chair.

The Hon. the Col. Secretary,	Mr. Paterson,
Mr. Molteno,	Mr. Cawood.

Committee adjourned till Wednesday, 16th April, at 10 o'clock.

Wednesday, 16*th April*, 1856.

PRESENT:

Mr. SOLOMON, in the Chair.

The Hon. the Col. Secretary,	Mr. Meintjes,
Mr. Molteno,	Mr. Cawood.
Mr. Duckitt,	

Committee adjourned till Friday, 18th instant, at 10 a.m.

Friday, 18*th April*, 1856.

PRESENT:

Mr. SOLOMON, in the Chair.

The Hon. the Col. Secretary,	Mr. Meintjes,
Mr. Molteno,	Mr. Duckitt,
Mr. Paterson,	Mr. Steytler,
Mr. Cawood,	

Committee adjourned till 21st instant, at 10 a.m.

Tuesday, 22*nd April*, 1856.

PRESENT:

Mr. SOLOMON, in the Chair.

Mr. Duckitt,	Mr. Steytler.
Mr. Cawood,	

Report agreed to.

MINUTES.

Thursday, 10*th April*, 1856.

PRESENT:

The Hon. the Col. Secretary,	Mr. Cawood,
Mr. Solomon,	,, Molteno.

Resolved, That Mr. Solomon be Chairman of the Committee,

Committee in deliberation.

Committee adjourned till Monday, at 11 o'clock a.m.

Monday, 14*th April*, 1856.

PRESENT:

Mr. SOLOMON, in the Chair

The Hon. the Col. Secretary,	Mr. Paterson,
Mr. Molteno,	,, Cawood

The Hon'ble the Colonial Secretary, at the request of the Committee, read and handed in the following document:—

"I cannot give the Committee any information as to the details of the system upon which the Governor would propose to conduct immigration into this colony. The Governor, in his speech, abstains from expressing any opinion upon them. He deems that they are a fit subject for the consideration of parliamentary committees, as the members, having a much more intimate knowledge than he can possess of the position and wants of the colony, will be best able to pronounce upon the class of immigrants required, and the mode of introducing and distributing them. In other colonies it has been customary to leave such details to parliamentary committees.

"Upon one point, however, His Excellency entertains a strong opinion, namely, that the colony should employ one or more agents of its own, to recruit emigrants in Europe, and that such agents should be active, energetic persons, well acquainted with the capabilities and resources of the colony, who should make these known extensively in England and elsewhere, and be prepared to give information and assistance to all who seek it with the intention of emigrating hither. With a central office in London, they could avail themselves of the branch offices and machinery already existing in connection with the Emigration Commissioners, or if necessary, proceed themselves to recruit in other places.

"His Excellency does not propose to confine the selection of immigrants to natives of the United Kingdom, if it should be thought desirable to introduce persons from any other part of Europe; and heretofore, as I am aware, His Excellency has offered in other colonies, every encouragement to immigration from the continent of Europe, whose inhabitants usually present this advantage, that they are able and willing to pay the costs of their transport.

"The following are the views which led His Excellency to introduce the subject of immigration to the notice of Parliament. Having travelled through the greater part of the colony, and having thus had an opportunity of forming an opinion as to its condition and wants, he feels convinced that great resources lie undeveloped for want of a sufficient population, and that the existing population suffer greatly, and that their progress is much impeded by an insufficiency of labour. His Excellency, having a very wide acquaintance with the different Australian colonies, is satisfied that South Africa affords as great natural advantages to immigrants as those colonies, and in some respects even greater advantages; and having witnessed in these colonies the effect—the almost incredible immediate effect—of a stream of immigration, he is most anxious to turn the current into this colony. He is of opinion that, when once the channel is opened by artificial means—by the action of the Government,—it will be kept open and widened by the stream that will of itself flow into it; that if the prejudice which is said to exist to emigration from England to South Africa is overcome by a representation of the advantages which the colony offers, and by the appearance of a tide of emigration in this direction, we may look for a considerable influx of population; and that if the Government will take the first step, and introduce a few thousand individuals, many other thousands will follow in their wake.

'In such an influx, His Excellency sees a solution of all the present difficulties of the colony. The present dearth of labour throughout the country will be supplied, and the competition for employment will have a beneficial effect upon the present labouring population, and improve the relation between this class and their employers. The filling up of the frontier with a European population will put an end to Kafir wars, and if it will not enable the

Government eventually to do away with military and police forces, which may reasonably be expected, it will furnish the revenue wherewith to support them. It will have an immediate effect upon the revenue of the colony, and enable the Government to meet and get over the present financial difficulties. Immigration will add greatly to the producing, consuming, and exporting power of the colony, and will furnish both the instruments and the funds for effecting improvements in the present means of communication and shipment, so as to add greatly to the value of our existing resources. It will increase largely the value of all public and private property, and will give a value to much which is now valueless.

"In proposing a scheme for introducing and settling pensioners on the frontier, His Excellency contemplated that immigration, which would fill up the country behind the parts at which they were settled, should form part of the measure; and now that the introduction of pensioners is checked, it becomes more important than ever that immigration should be carried on, for the purpose of strengthening and securing the frontier. There is no lack of applicants for land, even in this exposed situation: some of the immigrants will be ready to join them; others will occupy the places which they have left open elsewhere.

"Cape Town and the surrounding country will feel the benefit as much as the distant frontier. Every resident has experience of the great rise which has occurred within a few years in the cost of living, and of the great difficulty of procuring labourers and servants: the latter is a cause of daily annoyance and loss. How largely might the production of grain and wine, at this end of the colony, be increased with a better supply of labour! How many persons of capital have been forced to abandon the cultivation of land for the want of a steady supply of hands! How many important public works and private improvements are rendered impossible for want of sufficient and continuous labour, at a reasonable price!

"With regard to the time and mode of introducing immigrants, it does not appear necessary to bind ourselves to any one particular mode; and there is no idea of employing at once the whole amount which His Excellency has proposed to apply to this service. The expenditure and the charges accruing upon the loans effected will be gradual; and each batch of immigrants will create the means, not only of defraying the cost of their own introduction, but of contributing towards the means of introducing another batch. The revenue received upon imported articles consumed by an immigrant and his family, which is much above that contributed by the average population, will pay not only the interest upon the cost of their introduction, but contribute largely to the refund of the outlay. The immigrants, and still more, those who follow them at their own expense, will bring more or less capital into the colony.

"The present moment is favourable for making an effort to bring emigrants from England. If the war be continued, the high prices

of provisions and other articles of consumption, the increased taxation, and the prospect of a conscription will lead many persons to desire to emigrate; and if the war be terminated, a large body of men, who have acquired a taste for a more active life than they will be able to enjoy in England, will turn towards a home in the colonies. These, too, will have acquired a training that may be useful in a frontier life.

"With regard to the apprehension that immigrants introduced into this colony will not stay here, but will make this a halting-place on their way to Australia, it may be observed, that to attempt to place a restraint upon immigrants adopting this course might either prevent them from coming, or fail to prove a restraint when arrived. The best security for their stay consists in the advantages which the colony offers, and which the Governor in his speech has pointed out. It would betray little confidence in the resources of the country to doubt, after the expression of His Excellency's opinion, that we have nothing to fear from the superior attraction of Australia. It is true, that while the excitement of the gold-fields lasted, such an apprehension as the above was fully warranted. But that excitement has passed by; many who left this colony at that time have returned to it. Independently of the gold-fields, Australia offers no attraction which would be superior to those presented by this colony. If immigration were to work its ordinary changes here—if even some were to leave, they would not be able to do so until after such a lapse of time that they would have amply repaid to the colony the cost of their introduction; and a very small proportion of those who come will ever leave the colony.

"On re-perusing what His Excellency stated in his opening speech upon the subject of immigration, I fear that I have not added anything material in support of his recommendations. There is one paragraph, however, which may admit of explanation. In speaking of the "dormant energies" of the colony, when referring to the wise use which a legislature should make of the credit of their country, His Excellency alludes to the immense extent of country either unoccupied, or uncultivated, or only very partially cultivated, through the want of a sufficient population: and in speaking of the "accumulating and undeveloped means" existing in this colony, he refers to the large amount of capital hoarded by farmers and others in the interior, which is yielding no return, either to the individual possessors or the colony, and which would supply the means of raising the proposed loan within the colony itself, and thus increase its wealth by turning to account hoards which now lie profitless, independently of the innumerable benefits that will arise from the proposed employment of the money.

"RAWSON W. RAWSON.

"Colonial Office, 8th April, 1856."

Mr. Paterson moved, That it is the opinion of the Committee that immigration to this colony, under the auspices of the Government, is both expedient and necessary at the present time.—Carried.

Mr. Paterson moved, That in providing the means of introducing European immigrants, the credit of the country should be employed through the issue of debentures, bearing a certain interest, these debentures to be redeemed after a certain time, to be fixed in an act on the subject of immigration.—Carried

Mr. Paterson moved, That tenders should be called for these debentures to the extent of £200,000 (to bear interest at 6 per cent per annum), both in London and at Cape Town; but under the provision that the Government shall not issue more than £50,000 debentures during the current year, nor any further amount, without a vote of both Houses of the Legislature, fixing such further issue.

Mr. Molteno moved, That after the words "£50,000 debentures," be inserted the words "per annum," and the remainder of the paragraph be omitted.

Mr. Paterson's resolution was carried.

Mr. Paterson moved, That the agency to be employed in recruiting immigrants for this colony consist of gentlemen deputed from this colony, who are acquainted with its wants, or of gentlemen who may now be resident in the mother country, but who are well acquainted with its character and capabilities.—Carried.

Committee adjourned till Wednesday, the 16th instant, at 10 a.m.

Wednesday, 16th April, 1856.

PRESENT:

Mr. SOLOMON, in the Chair.

The Hon. the Col Secretary,	Mr. Meintjes,
Mr. Molteno,	,, Cawood.
,, Duckitt,	

Mr. Meintjes moved, That it is the opinion of the Committee that in any system of immigration it shall be understood

that the immigrants shall be bound to accept service on arrival for some stipulated period, and that the persons obtaining the services of such immigrants shall pay a portion of their passage money, which shall be recoverable by deduction from the wages of the immigrant.

Committee divided :—*Ayes*, Messrs. Meintjes, Molteno, and Duckitt ; *Noes*, Mr. Cawood.

Resolution carried.

Resolved, That a vessel should be simultaneously dispatched to Table Bay and Algoa Bay ; that arrangements should be made for applications for these immigrants being received prior to their arrival, and for their distribution through the different divisions of the colony.

Committee adjourned till Friday, the 18th inst., at 10 a.m.

Friday, 18*th April*, 1856.

PRESENT:

Mr. SOLOMON, in the Chair.

The Hon. the Col. Secretary,	Mr. Meintjes,
Mr. Molteno,	,, Duckitt,
,, Paterson,	,, Steytler.
,, Cawood,	

The Hon'ble the Colonial Secretary, at the request of the Committee, handed in the following papers :—

B, Return of immigrants introduced in this colony under the Immigration Regulations of the 10th July, 1844, and 8th May, 1845

C, Abstract of the Passengers Act ; and

D, Bounty Rules.

The Colonial Secretary moved, That, in the first instance, provision be made in the system to enable colonists to send for any particular parties which they may require to introduce under the Government scheme : such colonists to come under certain engagements with Government, and that the particular parties so introduced for them shall, from the day of arrival, be at their cost and responsibility. —Carried.

Mr. Paterson moved, That no portion of the expenditure for immigration shall be applied to the defraying of expenses on board any ship or ships, excepting such as may necessarily be incurred for a superintending surgeon, in addition to the charges for each immigrant introduced.—Carried.

Mr. Paterson moved, That a special Government agent be appointed at Cape Town and Port Elizabeth, for the purposes of carrying out the Government immigration scheme at these points; these agents to put themselves in communication with the divisional council, or local immigration committees, on the subject of the labour required.—Carried.

The Colonial Secretary moved, That the chief objects to be secured under the immigration scheme are a supply of labour and an increase of population, as pointed out in the Governor's speech. The classes of immigrants introduced should embrace, first, agricultural labourers of all descriptions, shepherds, and mechanics, and secondly, such other immigrants as will promote the filling up of the colony, both in the Eastern and Western divisions.—Carried.

The Colonial Secretary moved, That, in order to prevent immigrants from remaining unemployed at the port of arrival, at the cost of Government, some public works should be carried on, at or near each port, on which such immigrants may be profitably employed until they find an engagement with private parties.—Carried.

Committee adjourned till 21st inst. (Monday), at 10 a.m.

Tuesday, 22nd April, 1856.

PRESENT:

Mr. SOLOMON, in the Chair.

Mr. Duckitt,	Mr. Steytler.
,, Cawood,	

Draft report submitted by the Chairman, and read as follows:—

THE SELECT COMMITTEE appointed by the House of Assembly on the 1st April, 1856,—"To take into consideration and report upon that portion of the Governor's

speech which recommends the Legislature to sanction the commencement of Immigration to this colony, under the auspices of the Government, and to authorise the Government to raise, for the purpose, the sum of £200,000, by the sale of debentures, bearing interest at the rate of 6 per cent. per annum," have to report that they have fully considered that portion of His Excellency's speech referred to them for consideration and report, and they are of opinion,—

1. That immigration from Europe to this colony, at the present time, under the auspices of Government, is both expedient and necessary.
2. That the chief objects to be secured under the immigration scheme should be two-fold, viz., to provide a supply of labour, and to add to the general population of the colony.
3. That the classes of immigrants to be introduced should embrace, first, agricultural labourers of all descriptions, shepherds, and mechanics, and secondly, such other immigrants as will promote the filling up of the country, both in the Western and Eastern divisions.
4. That provision should be made in the first instance, under proper limitations, to enable persons desirous so to do, to send for any particular parties whom they may wish to introduce; but that such persons shall enter into an engagement with Government that the parties so introduced by them shall, from the day of arrival, be at their cost and responsibility.
5. That in any system of immigration, it shall be provided that the immigrants shall be bound to accept service on arrival, for some stipulated period; that the persons obtaining the services of such immigrants shall repay to the Government a portion of their passage money, and that the amount so repaid, shall be recoverable by deduction from the wages of the immigrants.
6. That a vessel should be simultaneously dispatched to Table and Algoa Bays, and that arrangements should be made for applications for these immigrants being received previously to their arrival, and for their distribution through the different divisions of the colony as soon after their arrival as possible.

7. That special Government agents should be appointed at Cape Town and Port Elizabeth, for the purpose of carrying out the distribution of the immigrants at these points; and that these agents should put themselves in communication with the Divisional Councils or local Immigration Committees, with a view of arranging to supply the labour which may be required in their divisions.

8. That the agency to be employed in recruiting immigrants for this colony should consist of persons deputed from the colony, who are acquainted with its wants, or of persons resident in the mother country, but likewise acquainted with the character and capabilities of the colony.

9. That no portion of the expenditure for immigration should be applied to the defraying of expenses on board any ship or ships, beyond the expense of each immigrant, excepting such charges as may necessarily be incurred in providing a superintending surgeon.

10. That in providing means for this scheme of immigration the credit of the country should be employed, through the issue of debentures, bearing a certain rate of interest, and these debentures should be redeemed, after a certain time, to be fixed in the act which shall provide for their issue.

11. That tenders should be invited both in London and at Cape Town for these debentures, to the extent, in the whole, of £200,000; that they should bear interest at the rate of 6 per cent. per ann., but that the Government should be restricted to the issue of debentures to the amount of £50,000, and no more, during the current year; and the Government should not issue any further debentures until authorised so to do, by a vote of both Houses of Parliament.

II. To prevent immigrants from remaining unemployed at the port of arrival (if applications for them should not come in so fast as is expected), which might entail a considerable expense upon the public, without any corresponding advantage, your Committee are further of opinion that it would be desirable that some public works should be commenced, and carried on at or near each of the ports beforementioned,

and that unengaged immigrants should be employed on these works till engagements are entered into by them with private employers. Your Committee, however, do not recommend that these works should be immediately undertaken; and they make the suggestion, simply with the view of bringing under the attention of the House the way in which your Committee believe that such of the immigrants who should remain for any time unengaged, might be (without additional expense) employed with great advantage to the colony.

III. Your Committee do not think it necessary to dwell on the advantages likely to result to the colony from the adoption of such a scheme of immigration, as they now recommend. These advantages have been clearly pointed out in the Governor's speech, and your Committee believe that His Excellency has not exaggerated them. Your Committee believe that such an immigration, economically and judiciously conducted, would go far to meet the present large demand for labour; would, in a short time, afford the best means of defence for the frontier; would increase the value of waste lands, as well as, generally, the value of the landed and other property of the country; and would increase, to a very great extent, all the productive resources of the colony.

IV. Your Committee, notwithstanding the fact that the revenue of the colony is likely to fall below its necessary expenditure, recommend that this scheme of immigration should be commenced with as little delay as possible. The funds raised for this purpose will, in no way, interfere with the ordinary finances of the colony, and the annual charge of the loan which it is proposed to raise will be met by the increase in the customs revenue, which must directly and necessarily follow on any addition to the population of the colony. Your Committee are, moreover, satisfied that the increase to the revenue, in this form and from this source, will, beyond paying the annual charge of the debt, be sufficient to form a fund for its gradual extinction.

V. Your Committee would suggest that a Bill, embracing the main recommendations of this report, should be introduced into the House; and the more detailed regulations under which the Government may propose that the immigration should be conducted, and which, from the frequent changes which they might necessarily require, it would not be desirable to intro-

duce into the Act, should, when framed by the Government, be laid upon the table of both Houses of Parliament, for their information.

SAUL SOLOMON, Chairman.

Committee Room, 22nd April, 1856.

Mr. Steytler moved, That section No. 5 of the draft report be omitted.—Carried.

Mr. Steytler moved, That in section No. 11, the word "both" after "invited," and the words "and at Cape Town" after "London," be omitted.—Carried.

Report, as amended, adopted.—(See Report).

The Chairman was instructed to bring up the Report and Minutes this afternoon, and to ask the House that the same may be printed.

SAUL SOLOMON AND CO., STEAM PRINTING OFFICE, CAPE TOWN

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